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ABSTRACT

Recognizing that urban and rural problems are interconnected, the Governor's Advisory Council on Urban Affairs (State of Washington), made a recommendation that led to formation (in 1970) of the Task Force on Rural Affairs. The report of that task force identifies the continuing technological revolution in agriculture as an important cause of (1) the migration of rural people to the cities as agricultural jobs decline and (2) the consequent loss of population, service jobs, and services in rural areas of Washington. In encouraging development of a sound balance between urban and rural areas, the task force report gives 12 principal recommendations covering 4 areas: rural-urban population shifts; governmental sturcture; health and housing; and public services. Recommendations include (1) decentralizing industrial development, (2) requiring counties and cities to enact land-use regulations, (3) creating a state housing corporation, and (4) developing standards to measure the quality of education throughout the state. An appendix includes results of surveys of 3 rural towns, 124 Lincoln County college students, and 49 migrant workers; these surveys provided information in terms of rural-urban population shifts, attitudes and aspirations of college students resulting from residence in a small town, and socioeconomic influences as related to migrant workers. (BO)

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Revitalizing Rural Washington

Report and Recommendations of the Governor's Task Force on Rural Affairs

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E.R.I.C.

Glenn Terrell, Chairman

Donald W. Moos, Vice-chairman

Sam M. Cordes, Executive Director

Frank H. Bestor, Coordinator

Second Printing
May 1971

A Task Force Established by the Governor's
Advisory Council on Urban Affairs
A. Ludlow Kramer, Chairman

RC005658

PREFACE

We continually hear of the "crisis of the cities" as evidenced by pollution, crime, and ghettos, but often forget that these problems are, in part, the result of developments in the rural sector.

Mechanization and other technological improvements in agriculture, and the resultant trend to large-scale farming, have reduced the need for labor on farms. The nation's farm population decreased by two-thirds between 1930 and 1968.(1) This decrease in farm population reduced the demand for goods and services in rural areas and forced the small town grocer and banker to board up their windows and join the migration to the cities.

This migration is demonstrable within our own state. According to the 1970 preliminary census, six of the state's eight least-populated counties experienced a population decline during the past ten years. Eleven of the state's twelve most populated counties gained during the same period.

What are the consequences for those remaining in rural areas? These citizens are left to confront what we must call a "rural crisis." It is difficult to document the proverb that "the rural life is the good life." Statistics show that rural America has fewer physicians per capita than urban America,(2) a higher percentage of inadequate housing,(3) and a higher drop-out rate in its schools.(4) While comprehensive data for individual states are not as available it would appear that Washington differs little from the nation as a whole. Statewide statistics show that a larger percentage of rural than urban families have incomes below $3,000 and that Washington's farm population has not reached the same educational level as the nonfarm population.(5)

The interdependency between the rural and urban sectors means that a lessening of the "rural crisis" will also benefit those in urban areas. It was in recognition of this interrelationship and in the spirit of concern for all citizens that Governor Daniel J. Evans and Secretary of State A. Ludlow Kramer appointed a statewide Task Force on Rural Affairs.

TABLE OF CONTENTS

DEVELOPMENT, STRUCTURE, AND GOALS OF THE TASK FORCE ON RURAL AFFAIRS 1

REPORT OF THE SUBCOMMITTEE ON RURAL-URBAN POPULATION SHIFTS

Subcommittee Members 3
Introduction 4
Recommendations 4

REPORT OF THE SUBCOMMITTEE ON GOVERNMENTAL STRUCTURE

Subcommittee Members 9
Introduction 10
Recommendations 10

REPORT OF THE SUBCOMMITTEE ON HEALTH, HOUSING, AND ENVIRONMENT

Subcommittee Members 15
Introduction 16
Recommendations on Housing 16
Recommendations on Health Care 22
Environment 25

REPORT OF THE SUBCOMMITTEE ON PUBLIC SERVICES

Subcommittee Members 27
Introduction 28
General Recommendations on Education 28
Recommendations Regarding the Disadvantaged 32
Recommendations on the Management of Social Welfare Programs 34

SUMMARY AND CONCLUSIONS 37

APPENDIX

Resolutions A-1
Survey Results from Lincoln County College Students A-3
Results of Migrant Worker Survey A-5
Survey Results from Residents of Newport, Othello, and Sequim A-7

NOTES A-13

DEVELOPMENT, STRUCTURE, AND GOALS OF THE TASK FORCE ON RURAL AFFAIRS

The Task Force on Rural Affairs evolved from the Governor's Advisory Council on Urban Affairs which was established in 1967. The Non-Urban Sector was one of the Council's six committees. This committee served well but recognized that additional resources were needed in order to do justice to the problems confronting rural Washington. Consequently, the Urban Affairs Council in its 1968 report recommended that a citizen body on rural affairs be created. With the approval of Governor Evans, Secretary of State Kramer, Chairman of the Urban Affairs Council, set the wheels in motion to establish the Task Force on Rural Affairs. Its first meeting was held in Yakima on April 30, 1970.

Governor Evans appointed Dr. Glenn Terrell, President of Washington State University, as Chairman of the Task Force and Donald W. Moos, Director of the State Department of Agriculture, as Vice-Chairman. Sam Cordes was named as Executive Director. Mr. Cordes interrupted the pursuit of his doctorate degree in agricultural economics at Washington State University to accept the position. Frank Bestor assisted in directing the Task Force and also served as liaison between the Task Force and the Urban Affairs Council of which he is Assistant Director. Mrs. Steven Bunch of Pullman served the Task Force as Mr. Cordes' secretary.

Acting together, Governor Evans and Secretary of State Kramer appointed approximately 60 citizens to the Task Force. The citizens represented a diversity of occupations, political philosophies, ethnic backgrounds, and geographical areas.

The Task Force was divided into four subcommittees entitled: Rural-Urban Population Shifts; Governmental Structure; Health, Housing, and Environment; and Public Services. The members of each subcommittee are listed at the beginning of their respective subcommittee reports.

In broad terms, the goals of the Task Force were to identify rural Washington's most pressing problems and suggest possible solutions. These suggested solutions which appear in the form of recommendations were not easily developed. Subcommittee meetings and discussions were held throughout the summer, reports of other researchers and groups were scrutinized, members attended and participated in public hearings, surveys were conducted, and communication was initiated with state, local, and federal officials. Finally, each recommendation was approved by the entire Task Force.

In addition to its formal recommendations, the Task Force by resolution took positions on three subjects which were of current interest.*

In developing its recommendations, the Task Force generally avoided specific details and attempted, instead, to establish a conceptual framework within which rural problems could be mitigated. It was hoped that the recommendations would provide an objective and efficient way of coping with these problems and that they would receive careful consideration by others within the state.

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* The nature and full text of these resolutions can be found in the Appendix, beginning on page A-1.

2/3

REPORT OF THE SUBCOMMITTEE ON RURAL-URBAN POPULATION SHIFTS

SUBCOMMITTEE MEMBERS

J. Douglas Urquhart, Chairman (Lind): Manager of Union Elevator and Warehouse Company. Industry advisor to Federal Commodity Credit Corporation, member of the USDA Industry Negotiating Committee, past president of the National Grain and Feed Association, and member of the Washington State Wheat Commission.

Sumner M. Sharpe, Vice-Chairman (Vancouver): Senior planner of the Vancouver Planning Commission, executive director of Clark County's Economic Opportunity Committee, and presently pursuing a doctorate degree in urban planning at the University of Washington.

Paul W. Barkley (Pullman): Associate Professor of agricultural economics at Washington State University and a member of the Non-Urban Sector of the second Urban Affairs Council.

Alfred J. Barran (Everett): President of General Telephone Company of the Northwest, Inc. Member of the Association of Washington Business and chairman for King and Snohomish Counties' National Alliance of Businessmen.

A. Delt Clark (Wapato): Yakima Valley orchardist. Former chairman of the Washington State Fruit Commission, past chairman of the Governor's Committee on Migrant Housing, and former trustee of Yakima Valley Community College.

The Honorable Paul H. Conner (Sequim): Served as a Washington State Senator from 1957-59 and has served as a State Representative since 1959. Member of the State Fairs Commission for 6 years and was named the State's Young Man of the Year in 1960.

Lewis M. Cooley (Twisp): On July 14, 1970, Mr. Cooley terminated his Task Force membership.

James H. Hulbert, Jr. (Mount Vernon): Engaged in a farming operation and a member of the Skagit County Planning Commission.

Tim Jones (Wenatchee) Active in many youth activities and a student at Eastern Washington State College.

Joe B. Lilje (Davenport): Self-employed businessman, past president of the Davenport Chamber of Commerce, and vice-president of the Davenport Community Development Commission.

Marty Martinez (Pasco): Coordinator of the Governor's Inter-Agency Task Force on Migrant Affairs.

Walt Reyes (Tacoma): Former director of the Small Tribes of Western Washington Association.

Jack W. Tippett (Clarkston): Asotin County cattle rancher, former county commissioner, past director of the Columbia Plateau Resources Council, and past president of the Washington State Cattlemen's Association.

Subcommittee Members (Continued)

Virgil T. Cunningham, Administrative Assistant in the State Department of Agriculture, served as the subcommittee's resource person.

INTRODUCTION

The Subcommittee on Rural-Urban Population Shifts was charged with investigating the movement of people from rural to urban areas and the movement between rural areas. This movement is, of course, intimately related to the employment available in both rural and urban areas.

In analyzing the specifics of these population movements, extensive survey work was undertaken by the subcommittee. Three separate surveys were developed and administered.* One survey was directed toward college students from Lincoln County. Another focused on migrant workers in Washington. The target populations of the third survey were residents of Sequim, Othello, and Newport. Additional information and ideas were generated in subcommittee meetings and from written reports and publications of other researchers.

It was from the above-described input that the subcommittee felt justified in making the following recommendations.

RECOMMENDATIONS

RURAL DEVELOPMENT AND INDUSTRIAL DISPERSION

Because of technological developments in agriculture and vastly improved transportation networks, the viability of many rural communities has been endangered. People have left the farms. Farms have become few in number and subsequently the customer base for many rural retail outlets has become inadequate. Left in the wake of these changes have been stores, schools, streets, and numerous public services operating at less than full capacity. At the other extreme, the flow of people into cities has caused congestion, high costs of public services, and the straining of service capacity to near the breaking point.

The Congress of the United States recognized this present population imbalance by stating, "The Congress is, therefore, committed to a sound balance between rural and urban America. The Congress considers this balance so essential to the peace, prosperity, and welfare of all our citizens that the highest priority must be given to the revitalization and development of rural areas."(6)

Although we are also committed to a more balanced population pattern between rural and urban areas, we became aware early in our investigation that some rural communities in Washington may inevitably erode even further, and in many cases cease to exist, having served their original purposes. We do not feel that this is a negative approach, but in our opinion, a fact that must be faced in any rural development program.

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* A summary of the survey results can be found in the Appendix beginning on page A-3.

Rural Development and Industrial Dispersion (Continued)

To aid in alleviating these problems as they occur in some areas of rural Washington we recommend:

1. That the state of Washington proceed as rapidly as possible on a program of (a) **Agricultural Diversification** and (b) **Decentralization of Industrial Development.** We further recommend that these programs use taxation and subsidization policies, transportation policies, land and water use policies, and the persuasive elements of state government.

2. That the Department of Commerce and Economic Development and Planning and Community Affairs Agency establish a coordinating body to eliminate the needless overlap in activities as communities and areas pursue industrial development paths.

3. That local chambers of commerce and city governments be encouraged to establish liaison with the Department of Commerce and Economic Development and Planning and Community Affairs Agency and that these latter two offices take more positive measures to insure that all chambers of commerce and city governments in rural Washington know the scope, purposes, and availability of the services of these Department and Agency offices.

MANAGEMENT AND TECHNICAL ASSISTANCE TO RURAL BUSINESSES AND INDUSTRIES

We feel there is additional need for management and technical assistance for small businesses and industries in rural areas. This assistance is needed for established businesses and industries, as well as for those desirous of initiating new operations in rural areas of the state.

We recommend that additional emphasis be placed on this phase of rural development. There are several avenues available to provide technical and managerial assistance to small businesses and industries. Possible sources of assistance are the economics, planning, and marketing specialists associated with the Cooperative Extension Service. Another possibility is the formation of an "executive volunteer corps" built around retired executives, as suggested by President Nixon's Task Force on Rural Development.(7)

UTILIZATION OF STUDY PREPARED FOR THE WASHINGTON STATE JOINT COMMITTEE ON HIGHWAYS

In 1966 at the request of the Washington State Joint Committee on Highways, a consulting firm studied the savings in highway construction that result from movement of industries into less congested areas. A spin-off from this study was information related to industrial location in rural Washington. As a result, a follow-up study is underway. It will give a more detailed analysis of the possibility for industrial location in rural Washington.

We recommend that upon completion of this second study, the Department of Commerce and Economic Development give maximum attention to exploring the possibilities for rural economic development as reported in said study.

INCLUSION OF SECONDARY BENEFITS IN WATER-RESOURCE PROJECTS

In evaluating the feasibility of federal water-resource projects, it has been standard policy to consider only primary benefits and costs. Primary benefits are not defined to include the benefits to an area that arise due to the development of new jobs. The development of new jobs in these projects is commonly referred to as secondary benefits. The rationale for not including secondary benefits in benefit-cost analysis lies in the assumption that these new jobs attract workers who were already employed elsewhere in the nation's economy. We feel this assumption is often invalid as witnessed by the pockets of unemployment that persist in many rural areas.

We support the President's Water Resources Council in its attempts to emphasize and include secondary benefits in the benefit-cost analysis of proposed water-resource projects.

FOLLOW-UP OF SURVEY RESULTS

Because of the vast amount of useful information made available to this group through its survey work and because of this group's inability to carry out local public information services, we recommend that the State-USDA Rural Development Committees be invited to make use of the results in their continuing activities.

THE STATE'S MIGRANT* LABOR FORCE

We make the following recommendations concerning the migrant worker in the state of Washington:

1. That every effort be made to enact legislation so that the Office of Public Instruction can develop a policy to assist to a greater degree in the education of the children of the migrant workers, including the creation of an interstate compact. We further recommend that the state of Washington initiate a conference to create this compact.

2. That the State Department of Employment Security expand its program of on-the-job training in both agricultural and non-agricultural fields.

3. That the state explore and develop ways and means to help create permanent job opportunities in or near rural areas.

4. That the community colleges and vocational schools of the state offer added training programs in activities related to agriculture, forestry, and mining.

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* The Task Force discussed in some length the propriety of the term "migrant." Although the term was used, there was general agreement that in the future a less ambiguous term and one that conveys a more positive image should be used.

ENACTMENT OF FARM LABOR LEGISLATION

We recommend that the 1971 State Legislature consider enactment of the framework and guidelines needed for the resolution of farm labor disputes. It is **urgent** that such legislation be accomplished with dispatch as farm labor disputes occurred in Washington during the 1970 harvest season, and it is probable that more numerous disputes will occur in 1971. It is essential that legislation be developed to protect the interests of farm workers, farm operators, and the general public in a manner comparable to the protection provided in other industries.

8/9

REPORT OF THE SUBCOMMITTEE ON GOVERNMENTAL STRUCTURE

SUBCOMMITTEE MEMBERS

Jess Mangis, Chairman (Creston): Lincoln County grain grower who is involved in many local civic and public activities including service as a Farmers Home Administration County Committeeman.

Mrs. Helen Mitchell, Vice-Chairman (Oakville): Engaged in the lumber business and active in many Indian organizations. Has served as secretary to the National Congress of American Indians.

Mrs. Arthur (Toni) Benzel (Ritzville): Former school board member and an area representative for the American Association of University Women.

Gerald E. Carpenter (Newport): Editor and publisher of the Newport Miner. Past president of the Newport Chamber of Commerce and a member of the Pend Oreille Planning Commission.

Pete Cavazos (Moses Lake): Self-employed businessman and serves as president of the Moses Lake Latin-American Club.

Mrs. Allan (Janet) deLaubenfels (Spokane): Active in the League of Women Voters.

Mrs. Adele Goss (Olympia): Formerly associated with the Water Resources Committee and the State Department of Fisheries.

The Honorable A. Ludlow Kramer (Olympia): Washington Secretary of State and chairman of the Urban Affairs Council.

The Honorable Lenore M. Lambert (Yakima): Member of the Yakima City Council, member of the Urban Affairs Council, serves on the State Law and Justice Committee, and chairman of the Yakima County Health Board.

Henry Miller (Centerville): Owner-operator of Miller's Swale Meadow Farms, former County Commissioner, and presently Klickitat County Public Utility District Commissioner.

The Honorable Sid Morrison (Zillah): Yakima Valley orchardist who serves in the State House of Representatives.

Keith Soper (Walla Walla): Self-employed businessman, former County Commissioner, and past president of the Walla Walla Chamber of Commerce.

Tandy Wilbur (LaConner): Manager of the Swinomish Indian Tribal Community.

Subcommittee Members (Continued)

Jasper Womach (Pullman): Studying for the doctorate degree in agricultural economics at Washington State University.

Harry A. Cosgriffe, State Leader of Extension Programs at Washington State University, served as the subcommittee's resource person.

INTRODUCTION

The objective of the Subcommittee on Governmental Structure was to make government, particularly local government, more efficient and responsive to the needs of its constituents. This is not an easy task as the business of government is complex. This complexity can be partially appreciated by reflecting on the fact that Washington contains over 2,000 political units; over 10,000 elected officials; 39 counties; and more than 200 cities.

In many rural areas, a declining population and/or economic base create particularly severe crises, and local governments experience difficulty in maintaining financial and functional viability.

Some of the specific problems considered by the subcommittee were taxation, government fragmentation, alterations in the organizational form of local government, and land-use management programs.

Considerable thought, research, and deliberations went into the findings of this report. A number of subcommittee meetings were held. Discussion was initiated with representatives from the Department of Revenue and the Planning and Community Affairs Agency. Subcommittee members were also encouraged to file written reports for the benefit of the entire group. The results of these efforts follow in the form of specific recommendations.

RECOMMENDATIONS

STRONG EXECUTIVE FORM OF COUNTY GOVERNMENT

The lack of a chief executive is one of the most glaring deficiencies in the structure of county government. The present structure tends to confuse the legislative and executive processes and fragment management responsibilities.

Adequate control over administrative activities cannot be exercised by an executive when most of the department heads are responsible only to the electorate. The appointment of all administrative officials by the chief executive would increase professionalism, centralize authority and responsibility, and shorten the ballot. Any impropriety on the part of an appointed executive in selecting departmental heads could easily be checked, since he serves at the pleasure of the policy-making body.

The statutory fixing of terms of officials administering service and sustaining functions results periodically in unnecessary and unintended policy changes and frequently in unjustified personnel changes down the line.

Strong Executive Form of County Government (Continued)

Statutory salaries tend to place a relatively inflexible lid on the whole personnel compensation system and make it difficult to recruit and retain qualified professional and technical personnel.

We recommend that county government be of the "strong executive form." The executive could be separately elected or hired by the county commissioners who form the legislative branch of county government. The executive should have the responsibility for the appointment, tenure, and salary determination of those officials who are engaged in the administration of all service functions.

REVISION OF COUNTY BOUNDARIES

Vast areas of Washington are sparsely settled; others are dotted with urban centers of small or medium size. Nearly one-fourth of Washington's counties have populations under 10,000 and approximately one-half have fewer than 25,000 people. The result is that many of these counties cannot effectively perform their intended functions.

We recommend that county boundaries be revised, using such criteria as minimum population, accessibility to the county seat, trading and communications patterns, revenue base, and geography. We further recommend that the 1971 legislative session initiate the governmental machinery that is needed to implement said boundary revision.

CONTRACTING OF PUBLIC SERVICES

Many incorporated units are not large enough to perform some functions effectively. Contracting of such functions will promote economies of scale, result in more adequate services, and stimulate coordinated development. Many cities across the nation have contracted with counties for services ranging from health and welfare administration to park maintenance, from fire protection to street lighting, and from water registration to tree trimming.

We recommend that the state provide direction and incentives to encourage local units of government to enter into contractual agreements with one another for the provision of public services in order to increase efficiency and avoid duplication. Furthermore, we request that the Governor direct the appropriate agency to report within one year what legislation is necessary to require such cooperation.

TAX IMMUNITY OF FEDERAL LANDS

To improve local government's ability to provide proper services to its constituents, we endorse the recommendations of the Public Land Review Commission Report[8] on federal payments-in-lieu-of-taxes.

Specifically these recommendations are in chapter 14 of the report as follows:

Payments to Compensate for Tax Immunity

Recommendation 101: If the national interest dictates that lands should be retained in federal ownership, it is the obligation of the United States to make certain that the burden

Tax Immunity of Federal Lands (Continued)

of that policy is spread among all the people of the United States and is not borne only by those states and governments in whose area the lands are located.

Therefore, the federal government should make payments to compensate state and local governments for the tax immunity of federal lands.

Manner of Making Payments

Recommendation 102: Payments-in-lieu-of-taxes should be made to state governments, but such payments should not attempt to provide full equivalency with payments that would be received if the property was in private ownership. A public benefits discount of at least 10 percent but not more than 40 percent should be applied to payments made by the government in order to give recognition to the intangible benefits that some public lands provide, while, at the same time, recognizing the continuing burdens imposed on state and local governments through the increased use of public lands. The payments to states should be conditioned on distribution to those local units of government where the federal lands are located, subject to criteria and formulae established by the states. Extraordinary benefits and burdens should be treated separately and payments made accordingly.

Period of Transition

Recommendation 103: In a payments-in-lieu-of-taxes system, a transition period should be provided for states and counties to adjust in changing from the existing system.

Though it is recognized that federal expenditures must be held to the minimum necessary to provide essential federal programs, the federal government, as a landowner, must pay its way. Whatever the costs, fairness and equity demand that such payments be made.

Although they were originally designed to offset the tax immunity of federal lands, the existing revenue-sharing programs do not meet a standard of equity and fair treatment either to state and local governments or to the federal taxpayers. Such a standard should be established and applied.

The governmental unit that supplies the services, usually the county or municipality, should receive the federal payments-in-lieu-of-taxes. But, under our federal system, the national government should deal solely with the state government, which should make proper allocations within the state.

Historically, virtually all revenue-sharing payments are restricted to use for education and roads, while payments-in-lieu-of-taxes systems contain no restrictions. In view of the present day, high level of financing for varied functions of state and local governments, earmarking for restricted uses is no longer valid. By paying the states directly without earmarking, the states can adjust the use of the funds to their individual fiscal requirements and the local governments, which will be the ultimate recipients, can use the funds where they are needed.

STATE SUPPORT OF THE SUPERIOR COURT SYSTEM

The counties in Washington are increasingly being burdened with state-imposed responsibilities. The limited nature of county finance makes this practice an especially serious matter.

State Support of the Superior Court System (Continued)

The superior court system is an example of one of the more burdensome of the state-imposed responsibilities. Due to an increasing litigation and broadened court responsibilities, new judgeships are continually being added.

The entire cost of the superior court judges and ancillary staff (which may include family court commissioners, juvenile probation officers, court reporters, bailiffs, legal secretaries, special counsellors, and various clerical assistants) is borne by the counties. The only relief from the state is payment of one-half of the judges' salaries. In addition, the county must supply office and courtroom facilities plus the necessary legal documents.

By state statute the superior court as described above has prior claim over those county funds that are necessary to meet its needs. Moreover, the salaries of both the judges and court reporters are fixed by the legislature.

Because of the extreme financial hardship imposed on the counties by the superior court system, we recommend that the state assume all responsibilities for the financial support of the superior court. This approach would complement the concept of a unified court system for the state, which was a recommendation of the Constitutional Revision Commission.(9)

PROPER LAND-USE MANAGEMENT

We recommend to the State Legislature that it require all counties and incorporated communities to regulate land use. These political entities should be delegated the necessary authority and legal techniques by which to carry out the regulatory function. After 1972, those counties and incorporated communities that have not made substantial progress toward proper land-use management programs would receive no additional state planning funds, and the state would, instead, create a land-use management program for that political entity that would be binding on all parties concerned.

To carry out this policy, we recommend that the state:

1. Create matching funds on a one-to-four basis with initial state funding in the amount of one million dollars.

2. Create a land-use management bank within the State Planning and Community Affairs Agency to lend funds to counties and incorporated communities for not more than 20 years. Interest on such loans should be the same rate as that paid on municipal bonds on the day of said loan.

3. Authorize the land-use management bank to loan up to a total of 50 million dollars.

4. Via the legislature, prepare a constitutional amendment to enable the state to grant credit to counties and incorporated communities.

PROLIFERATION OF SPECIAL DISTRICTS

Washington has more than 2,000 special governmental districts, which fall within 41 different categories. This proliferation of special districts results in a governmental structure that is often incomprehensible and grossly inefficient.

The advantages of special districts in overcoming political and financial limitations are generally offset by each district's preoccupation with a single function. Resulting fragmentation complicates coordinated development of the entire area. Also, annexation or consolidation is made difficult by the development of special interest groups around the particular special district and additionally by the fact that dissolution of a special district often requires extraordinary majorities, whereas creation is accomplished by a simple majority vote.

We recommend that the central objective of legislation which deals with special districts be focused toward requiring county governments to assume responsibility for the function of the special districts within their boundaries.

In addition, we endorse the efforts of the county commissioners in their attempt to strengthen and broaden their powers and authorities with respect to the County Services Act.

CRITERIA FOR INCORPORATION

The following recommendation was tabled by the Urban Affairs Council with the provision that it be forwarded for consideration by the Task Force on Rural Affairs.

> "We recommend the minimum number of inhabitants necessary for an incorporation be raised to 5,000 in a metropolitan area and 1,500 in non-metropolitan areas, that procedures for inter-city consolidation be facilitated; and that boundary review boards work to counter the impact of county zoning policies which force the incorporation of areas that would otherwise be ready for annexation at a later date."

The response of the Task Force on Rural Affairs follows:

> In view of the urban and rural problems facing the people of Washington today, it is unrealistic to have a specific number of inhabitants necessary for incorporation of a new community.
>
> We recommend that an existing state agency be given responsibility to establish criteria for incorporation with the power to review and authorize each proposed incorporation on an individual basis.

REPORT OF THE SUBCOMMITTEE ON HEALTH, HOUSING, AND ENVIRONMENT

SUBCOMMITTEE MEMBERS

Waymon Ware, Chairman (Ellensburg): Professor of sociology at Central Washington State College.

Mrs. Carl (Mary) Stevens, Vice-Chairman (Pullman): Serves on the Board of Directors of Northwest Rural Opportunities, member of the League of Women Voters, and past moderator of the Washington-Northern Idaho Conference of the United Church of Christ.

David F. Allmendinger (Puyallup): Superintendent of the Western Washington Research and Extension Center. Serves on the Executive Committee of the Washington Farm Electrification Committee and is listed in the American Men of Science.

Dwight Calkins (Spokane): President of Calkins Farm Machinery.

Carlos Diaz (Grandview): Supervisor of Northwest Rural Opportunities' parent-child center in Granger, Washington.

Ruben Duran (Pullman): Associate Professor of plant pathology at Washington State University. Serves on the University Council and as an advisor to Washington State University's Chicano students.

Michael C. Horan (Wenatchee): Member of the second Urban Affairs Council and presently State Director of Farmers Home Administration.

Robert F. Lonneker (Walla Walla): President of Lonneker Farms, Inc.

Henry F. Polinder (Lynden): Owner-operator of a dairy farm and president of the Northwest Dairyman's Association.

Gil Sheffels (Wilbur): Lincoln County farmer. Holds numerous positions in local school, church, and service organizations.

Harry A. Siler (Randle): Livestock rancher, former Washington State Representative, and active in the Grange and local civic activities.

Dale Smith (Seattle): President of Washington Farmers Association and serves as vice-president of the Seattle Chamber of Commerce.

The Honorable John R. Vanderzicht (Oak Harbor): Island County Commissioner. Former director of Washington State Parks and Recreation Commission, past president of Oak Harbor Chamber of Commerce, and member of the Northwest Air Pollution Authority.

Subcommittee Members (Continued)

Wayne Williams (Marysville): Business manager of the Tulalip Tribe, chariman of the Governor's Indian Advisory Committee and chairman of the Urban Affairs Council's Task Force on Indian Affairs.

The Honorable Bruce A. Wilson (Omak): Washington State Senator.

R. Vernon Divers, Supervisor of the Agricultural Development Division of the State Department of Agriculture, served as the subcommittee's resource person.

INTRODUCTION

President Nixon's Task Force on Rural Development stated, "Strengthening the availability of health care and upgrading housing should be two of the first projects in a rural development area."(10) We concur with that statement and insist that our society, in attempting to stimulate rural industrial development, recognize the importance of investing in the human resource.

Outlays for improving the population's health and housing should not simply be regarded as an expenditure. Instead, the benefits should be emphasized. Aside from humanitarian reasons, a more healthy and better housed labor force will become a more productive labor force. In rural areas this becomes an important key in attracting new industries and in the expansion of job opportunities that ultimately cause the pressures that exist in our already overcrowded cities to be relieved.

We also call attention to the proposition that an expanded housing industry will stimulate the state's large timber industry and sagging economy.

RECOMMENDATIONS ON HOUSING

ESTABLISHMENT OF A STATEWIDE HOUSING CORPORATION

A number of programs provide assistance, financial and otherwise, to those who find it difficult to afford and obtain adequate housing through the normal channels of the private sector. We feel that many of these programs can be expanded, modified, and streamlined in order to help meet their objectives–and many of our recommendations will be aimed in this direction. However, we also feel that these reforms, in themselves, are not sufficient to meet the need, but that a totally new approach is necessary. At present, Washington does not have a statewide, comprehensive approach to its housing problems but relies, instead, upon a consortium of programs, mostly federal, to do a patchwork job in the area of housing.

We recommend that the 1971 Legislature establish a housing corporation to assist in filling the above-mentioned void. We further recommend that the functions and organizational structure of such a corporation include, but not be limited to, the following:

Establishment of a Statewide Housing Corporation (Continued)

1. Utilization of the state's borrowing capacity to partially fund the corporation.

2. Provide loans and grants to individuals, non-profit corporations, and other recipients who cannot now acquire adequate shelter via existing avenues.

3. Establish a revolving fund for the purpose of land acquisition. With respect to land acquisition we recommend that the state consider the utilization of appropriate parcels of state-owned land (via grants or low cost, long-term leases) for the purpose of housing. However, we specifically recommend that this corporation not have the power of eminent domain.

4. Provide technical assistance in design, management, construction, etc.

5. Serve as a central clearinghouse, coordinator, and disseminator of information on all ongoing projects, programs, and agencies involved in housing.

6. Inventory the state's housing conditions and needs every five years.

7. Establish, maintain, and administer a statewide minimum housing standard and code.

8. Provide at least 40 percent representation from the consuming public on the policy-making body.

ANALYSIS OF FARMERS HOME ADMINISTRATION (FmHA) PROGRAMS

On a nationwide basis, FmHA during the 1970 fiscal year had budgetary approval to expend but did not expend:

- $6 million of the $18 million allocated for direct housing loans
- $5.6 million of the $9.5 million allocated for farm labor housing
- $1 million of the $1.2 million allocated for site purchase and development loans
- Any of the $1.25 million allocated for self-help technical assistance grants

We recommend that the National Administration of the FmHA in Washington, D. C., be encouraged to immediately and thoroughly investigate: needs for housing appropriations; administrative channels; communication channels; publicity programs; and relationships between FmHA and state and local governments. If it is shown that the appropriated monies can be used effectively, an effort should be made to find and eliminate obstacles that presently exist between the administrative offices of the FmHA and the state and local groups or agencies that can use the appropriated funds.

GRANTS TO FAMILIES WITH INCOMES BELOW $4,000

At present, eligibility for most Farmers Home Administration loans ultimately hinges upon repayment capability. This consideration generally excludes those with incomes below $4,000 per year.

We recommend that FmHA provide families who have exceedingly low earning power access to outright grants of up to 50 percent of the purchase or construction cost of minimal but adequate and respectable housing. Counseling and education should be used to acclimate low-income families to such housing and provide motivation for better housing as their station in life improves. This procedure would provide an incentive for improvement and would result in a systematic step-by-step improvement for such families.

UTILIZATION OF STUDENT MANPOWER IN ASSISTING IN THE SOLUTION OF HOUSING PROBLEMS

A vast pool of highly skilled, competent, but virtually untapped, source of manpower in this state is capable of making an invaluable contribution to Washington's housing problems. This manpower is scattered throughout Washington's institutions of higher learning–students in the departments of architecture, industrial technology, planning, management counseling, home economics, etc. In addition, the student of today is clamoring for more relevance and realism in his education.

We recommend that the appropriate institutions and departments of higher education assume the initiative in taking innovative steps aimed at utilizing this student manpower by employing them as designers, landscapers, etc., in specific housing situations and projects. For example, in self-help housing, students could receive invaluable practical experience in the summer, become familiar with some of the problems of the poor, and at the same time greatly speed up the completion of the projects.

The underlying philosophy of this approach should not be confined to the use of student manpower. In a broader sense, we recommend that additional resources of the universities and colleges be used to solve the housing problems in the state. The opportunity exists for inter-departmental cooperation among such departments as architecture, industrial research, home economics, and the Cooperative Extension Service, not only in the planning, but in the construction of housing. The network of extension agents is in an ideal position to know the needs of individual counties and what agencies and organizations can be activated to apply for available funds to build needed housing. Specialists in home economics could help counsel the low-income applicants on credit and management problems and help them with the elusive paper work and the "office visiting" involved in making an application.

EXTENDED APPLICABILITY OF SKILLS DEVELOPED IN SELF-HELP HOUSING

The self-help housing projects serve a twofold purpose. First, they provide excellent low-cost housing. Second, self-help housing is an educational program. Those employed in these projects are closely supervised by housing specialists and consequently become trained in the various facets of home building. We feel the second purpose of self-help housing needs more emphasis.

Extended Applicability of Skills Developed in Self-Help Housing (Continued)

We recommend that the skills developed in the building of self-help housing be allowed to become applied to apprenticeship programs in various trade unions and that the Department of Employment Security consider self-help housing as a type of on-the-job training.

We further recommend that the state provide assistance and guidance in developing indigenous contracting groups and firms from this same manpower.

AGENCY RESPONSIBILITY IN THE DELIVERY OF SERVICES

Many who are desirous and in need of improved housing and other services are unaware of the programs and agencies which can be of assistance to them. The entire responsibility for ferreting out assistance seems to rest with the potential recipient. This is costly and too often leads to dead-ends.

We recommend that those agencies and administrators involved in the delivery of social services assume a larger share of the responsibility for reaching those in need.

In the area of housing services and programs we specifically recommend that the State-USDA Rural Development Committees undertake a strong and coordinated effort to help solve their respective local community's housing problems via technical assistance, informing the public as to what programs are available, and by assisting in writing applications for loans and grants.

IMPROVING COMMUNICATION WITH SPANISH-SPEAKING PEOPLE

Several areas in Washington have a large concentration of Spanish-speaking people. In many cases, these are permanent residents who can qualify for various housing programs. These housing programs are all too often not used because of the communication problems that result from the language barrier. We feel that the past philosophy of leaving the entire responsibility for overcoming this communication gap to the Spanish-speaking people is unjust.

We commend the state office of the Farmers Home Administration for breaking with this tradition by the efforts that it has underway which will result in its housing brochures and forms being printed in Spanish. In addition, we recommend that other housing agencies and programs follow the excellent precedent of the FmHA. These materials should be available in English and Spanish through such offices as: Public Assistance; Employment Security; and Community Action Councils.

This concept should not be limited to housing programs and agencies, but to the delivery of all social services. In addition, this approach should be extended to include public service announcements on radio, television, and in the popular press.

CREDIT EXPANSION FOR SEASONAL LABOR HOUSING

Special incentives are needed to encourage on-farm housing for seasonal workers. Farmers Home Administration encounters difficulty in granting loans to individual farmers for this type of housing, i.e., present FmHA guidelines effectively exclude those farmers who have a relatively large net worth.

With respect to providing on-farm housing for rent-free occupancy by seasonal workers, we recommend that legislative and/or administrative action be taken to remove those obstacles that prevent FmHA from extending credit to farmers on the basis of net worth.

The above-mentioned FmHA guidelines were imposed because of the belief that a federal credit agency should not compete with commercial credit. In actuality, commercial lending agencies are not frequently involved in granting loans for the construction of seasonal labor housing regardless of the farmer's credit record. This practice is most unfortunate and we recommend that commercial credit institutions become more actively involved in this area and consider the human needs which are served by extending credit for this type of housing.

REVISION OF RENT SCHEDULE BY THE DIVISION OF PUBLIC ASSISTANCE

At present, all public assistance recipients within a given area receive precisely the same housing allowance. The fallacy in this method is that this single rate allotment fails to recognize actual rent differentials that arise due to varying family size.

We recommend that the Division of Public Assistance revise its rent schedule by making rent allowance a function of family size.

ACTIVE INVOLVEMENT IN HOUSING BY THE DIVISION OF PUBLIC ASSISTANCE

At present public assistance recipients are granted a housing allowance and essentially left to their own devices in actually obtaining shelter. In searching for housing, these recipients often encounter innumerable obstacles. In some cases they are denied housing simply because they are on public assistance. In other cases, a large deposit is required, which will usually exclude those who find themselves on public assistance. Because of such measures, public assistance recipients do not realistically have a choice in housing, but are effectively "forced" into situations of substandard housing and/or become the victims of unscrupulous landlords.

We recommend that the Division of Public Assistance take a more active, responsible, and imaginative role in helping recipients to obtain adequate housing. For example, the Division could provide special funds for use as damage deposits. Another possibility would be for the Division of Public Assistance to directly lease rental units from the landlord and to make direct payments to the landlord. The terms of the lease could be for a period of several years which would assure the landlord of continued occupancy. In reciprocation, the Division would be in a position to insist that the housing be well maintained with respect to the tenants' health and safety.

REVISION OF THE STATE'S TENANT-LANDLORD LAWS

We feel that in many cases the state's tenant-landlord laws are out of date and do not provide for an equitable delineation of rights and responsibilities between the two parties.

We recommend that the State Legislature critically review and revise the entire set of statutes associated with tenant-landlord relations.

REFORMATION OF THE TAX STRUCTURE AS RELATED TO HOUSING IMPROVEMENTS

The present system of taxation as applied to housing does not provide an incentive but actually penalizes those who wish to improve their housing.

We recommend that a tax adjustment schedule be initiated and applied to substandard housing which will provide incentives to raise and maintain substandard housing to a minimum state standard.

"HOLD-BACK" OF FINAL PAYMENT IN FEDERAL HOUSING ADMINISTRATION (FHA) PROGRAMS

In certain programs the only recourse available to the FHA when standards of workmanship and construction are violated is suspension of the violator from participation in additional FHA projects. We feel that this type of punitive measure is small consolation to the resident who has borne the brunt of the violation.

We recommend that FHA initiate a "hold-back" manner of payment. This procedure would simply involve withholding the final payment to those who have contracted FHA work until the residence has been occupied long enough to uncover any substandard construction or workmanship, as defined by county building codes.

ELIGIBILITY FOR FARMERS HOME ADMINISTRATION LOANS

We believe there is a maldistribution of population in the nation and in this state and endorse the efforts underway to decentralize the large urban centers in favor of smaller rural towns and cities.

We recommend that FmHA be empowered to grant housing loans to urban residents who are desirous of locating in rural areas. Such authority would be particularly important to those wishing to retire in rural areas, to those wishing to commute to their employment in urban areas, and to those who could find employment in rural communities.

In addition, we recommend that the population criterion for receiving FmHA housing loans be raised from 5,500 to 25,000. At present FmHA cannot grant loans to residents in communities with populations in excess of 5,500. However, many towns and small cities with populations somewhat in excess of this number are rural oriented and economically based. Furthermore, employment opportunities are often limited in communities of less than 5,500.

RECOMMENDATIONS ON HEALTH CARE

RESTRUCTURING OF PUBLIC HEALTH SERVICES

We recommend that the State Legislature initiate an in-depth analysis and develop any corrective legislation with respect to public health services. This study and subsequent action should include the following:

1. Redefining the relationships and responsibilities of state and local health departments with the purpose of making health services more responsive to needs and to minimize variations among counties and districts.

2. Consolidating health districts where justified from the standpoint of increasing efficiency and responsiveness.

3. Broadening the composition of county health boards by including individuals in the community and representatives of the medical profession.

4. Provision of a minimum statewide level of **preventive** medical services. (Testimony received from county health officials indicated a large diversity in health care services as related to needs.)

   Emphasis on a comprehensive preventive medicine program would help alleviate the crucial physician shortage for at least two reasons. First, it requires less time and resources to prevent a health problem than to solve the problem after it has reached crisis proportions. Second, some of the delivery of preventive medicine can be conducted with someone of lesser skill levels than an M.D.

   We specifically recommend that the state establish and assist in the free delivery of at least the following preventive items to families whose incomes are below poverty levels as defined by federal guidelines.

   a. Inoculations
   b. Periodic physicals
   c. Appropriate diagnostic tests and x-rays
   d. Family planning assistance
   e. Health education information regarding preventive medicine and nutrition. This information should be carried via the mass media and geared to the problems, health needs, and linguistic needs of the locale.

   In sparsely populated areas where there is neither a public health office nor private medical facilities, we recommend that consideration be given to delivering the above described preventive care via mobile units. The focal point of such delivery in these areas may logically be the local schools. Public schools are centrally located and the hub of local activity.

   In delivering preventive care, special consideration should be given (where necessary and applicable) to unconventional hours of operation. Taking time off during regular working hours often imposes a difficult and costly hardship to those in need.

Restructuring of Public Health Services (Continued)

5. Examining the necessity and desirability of the state statute requiring all Chief Public Health Officers to be M.D.s. These health officers are frequently most heavily involved in dministrative work and the present statutory requirement may result in the underutilization of highly skilled medical talent.

6. Recognizing alcoholism as a disease rather than a crime. We recommend that those who are now chronically arrested for public intoxication not be imprisoned in penal institutions, but placed in institutions of rehabilitation. Financial support for these institutions should be increased.

EXPANSION OF MEDICAL TRAINING FACILITIES AND UTILIZATION OF PARA-PROFESSIONAL SKILLS

At present, this state and the rest of the nation face a physician shortage. One approach to this problem is an expansion in medical schools and/or providing adequate training in less time.

We recommend that an investigation be undertaken to inquire into the alternative possibilities for expanding medical training facilities within the state.

The above-mentioned approach should be regarded as a long-range remedy. That is, there will be a considerable time lag between its initiation and desired impact. In the meantime, there are measures which can be taken to use the physician's skills more efficiently. Perhaps the most glaring inefficiency is the performance of certain tasks (e.g., clerical work, inoculations, first aid, etc.) by the physician that could be performed, under supervision, by someone of a lesser skill level. Performance of these tasks by para-professionals has been commonplace in the armed forces and university health centers for decades. We feel this concept has equal applicability among the general public.* Specifically, we recommend:

1. That the University of Washington School of Medicine, in conjunction with the State Medical Association and the State Division of Health, undertake a study to determine what skill levels and what amount of training and supervision are required to perform the various health care functions.

2. That provisions be made to recruit and train additional para-professionals to assist in the delivery of health care.

3. That legal constraints relating to malpractice be revised in order to more easily accommodate the involvement of the para-professional.

4. That the state establish a standard fee schedule for application to the work conducted by the para-professional.

5. That there be opportunities for advancement by the para-professionals and that their experience be applicable toward academic degrees and accreditation within the medical profession.

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*One program is underway which utilizes the skills possessed by medical corpsmen discharged from the armed forces.

RECRUITMENT OF RURAL PHYSICIANS

The results of various studies indicate that there is a direct relationship between physicians' backgrounds and where they ultimately establish themselves in practice.(11)

Because rural areas have fewer physicians per capita than urban areas, we recommend that the University of Washington medical school recruit students with diverse ethnic origins from rural areas of Washington.

To provide rural students with an incentive to enter the medical profession, Washington should consider enacting the type of program underway in New York. In this project, participating rural counties agree to finance one year of medical school for each year that the recipient will agree to practice medicine in that county following his graduation.

CENTRALIZED MEDICAL INFORMATION

We recommend that the possibility of creating a central master file of relevant medical information for all citizens be considered. To complement this endeavor, medical cards should be issued to all citizens. These cards should include the following information: the number of their centrally located master file; major illnesses or conditions; family physician; next of kin; blood type; and known reactions to drugs.

PUBLIC ASSISTANCE PATIENTS

In some parts of Washington physicians will not accept patients who are on public assistance. We recognize the complexity of this problem. The situation has usually developed because of a physician shortage in the area, a large number of public assistance recipients in the area, comparatively low fees paid by the Division of Public Assistance, and unnecessary clerical work associated with caring for these patients. Nevertheless, as this impasse between the physicians and the Division of Public Assistance continues, the ultimate losers are the sick who are left unattended.

We urge the Governor to set up negotiations between the two factions to remedy this deplorable situation. Before negotiations can commence and during the actual negotiation period, we urge the Governor to develop a contingency mechanism for meeting such emergencies.

In addition, we recommend that the Division of Public Assistance take more innovative measures in assuring its clientele of proper medical services. The employment of salaried physicians by the Division of Public Assistance may be one example of the type of measures that could be taken.

EXPANSION OF "HALF-WAY HOUSES"

We feel there is a large void between the private home and the penal institutions, the house of detention, and the asylum.

We endorse the "half-way house" concept and urge its expansion into rural areas to treat the: mentally retarded; emotionally disturbed; juvenile delinquent; drug addict; and alcoholic.

ENVIRONMENT

We deeply regret the fact that we did not have adequate time to attack the environmental problems found in rural areas.

We unanimously concur with the concern and the long overdue attention that environmental problems have recently received. Should the Task Force on Rural Affairs be continued or reformulated, we urge that this area be given prime consideration. However, we do ask that any such future attention be objective and guard against the invasion of emotion into this area of study.

26/27

REPORT OF THE SUBCOMMITTEE ON PUBLIC SERVICES

SUBCOMMITTEE MEMBERS

Richard Golob, Chairman (Sunnyside): Associated with Golob and Sons, cattle feeding operation. Former school board member and active in numerous other organizations and activities.

Miss Ramona Castro, Vice-Chairman (Pasco): Member of Northwest Rural Opportunities and serves as an attendant supervisor in the Pasco School District.

Henry A. Bauer (Wenatchee): Director of Occupational Training at Wenatchee Valley Community College.

Robert R. Carey (Aberdeen): Director of Youth Programs for Grays Harbor Community Action Council.

John C. Finley (Olympia): Member of the Non-Urban Sector of the Urban Affairs Council and presently deputy director of the Washington State Office of Economic Opportunity.

Glenn Galbraith (Wellpinit): Executive secretary of the Spokane Indian Agency.

Cragg D. Gilbert (Yakima): Yakima Valley fruit grower. Former president of the Washington State Horticultural Association and past chairman of the Washington State Apple Commission.

Mrs. June M. Henderson (Kennewick): Member of the Washington State White House Conference on Youth.

Mrs. Robert (Jane) Hensel (Waterville): Active in numerous civic organizations and extensively involved in various educational bodies.

The Honorable Bob McDougall (Wenatchee): Washington State Senator.

Mrs. John (Patricia) McGregor (Hooper): Former member of Whitman County Board of Education and serves on the Advisory Board of the State Cultural Enrichment Program.

The Honorable Howard Miller (Mount Vernon): Skagit County Commissioner.

Duane B. Watkins (Okanogan): Former executive director of Okanogan County Community Action Council, vice-president of the State Community Action Program Director's Association, and presently serves as executive director of Mini-Industries Corporation.

Mrs. Audrey L. Woods (Longview): Serves on the Advisory Council to the mayor of Longview and is board chairman of the Lower Columbia Community Action Agency.

Herbert L. Rosenkranz, Rural Development Specialist with the Farmers Home Administration, served as the subcommittee's resource person.

INTRODUCTION

The Subcommittee on Public Services made recommendations in three broad areas: education; the disadvantaged; and the management of social welfare programs.

The general recommendations on education reflect concern in such matters as the standards, or lack of standards, for judging the quality of education in Washington, the tendency to evaluate school systems on size alone, and the special needs of students alienated from the traditional educational structure.

The recommendations regarding the disadvantaged understandably devote considerable attention to educational matters but also emphasize the need to improve services in other areas.

This emphasis on the need to improve services extends into methods aimed at increasing efficiency and coordination in the administration and management of social welfare programs and services.

GENERAL RECOMMENDATIONS ON EDUCATION

STANDARDS OF EXCELLENCE IN EDUCATION

Ultimately, the primary objective of any educational system should be the production of a high-quality education. Consequently, there is a need to establish standards of excellence in education for all the children of the state, and devices by which the school system can be evaluated as to whether it is meeting these standards.

There are many differences in rural Washington, and these differences are reflected in the size of school and quality of education in local school districts. However, size is not necessarily related to quality of education in the school. The size of a school can be measured more easily than the quality. Yet determinations that affect the lives of some school districts are being made on the basis of size alone. The assumption is that small schools are necessarily poor schools. We feel a more direct measure of quality should be substituted for this assumption.

We recommend that standards of excellence related to student's understanding of basic curriculum be established as a device for measuring the performance of individual schools.

More specifically, we recommend that the State Superintendent of Public Instruction direct a testing and evaluation program to be conducted in each of the counties of Washington so that disparities in level of student achievement within and among counties can be determined.

DESIRABILITY OF LOCAL CONTROL AND COMMUNITY INVOLVEMENT IN EDUCATION

The previous recommendation dealt with a standard of excellence which is to be initiated and directed from the state level. However, we feel the major responsibility for achieving this goal

Desirability of Local Control and Community Involvement in Education (Continued)

should be at the local level. In an even broader sense, we emphasize urgency in reinforcing the concept of community involvement and control of the local school system. We feel that the system of locally elected and responsive school boards is most often best able to adjust to and cope with the unique problems and circumstances of each individual local community.

Specifically, we recommend that the school board system be preserved as it is, with these boards retaining their present powers.

SCHOOL CONSOLIDATION IN RURAL AREAS

One of the most controversial and pressing issues facing the educational system in rural areas is that of school consolidation.

The Urban Affairs Council in its 1968 report stated, "We recommend that prior to any decision for school consolidation, that the local communities take part in the decision making process to insure full consideration of the specific needs of the community, the value of a decentralized, personalized educational experience, the value of a high degree of community involvement in school affairs, and the community center role the schools often play in small communities."(12) We endorse this position and recommend:

1. That the State Board of Education, the State Superintendent of Public Instruction, and the State Legislature fully recognize and appreciate the hazards and hardships of travel encountered by children in school districts containing sparse populations and vast geographical areas.

2. That the determination of what constitutes "remote and necessary" as it relates to rural school districts be carefully revised and liberalized.

3. That the recently established intermediate districts remain at their present size geographically, but that the size of their respective boards be increased to whatever number necessary to insure that rural school districts are involved in decisions affecting them.

4. That the State Board of Education, the State Superintendent of Public Instruction, and the State Legislature recognize: that forced consolidation violates the basic premise of local control of decision making; that voluntary consolidation is taking place throughout rural Washington; and that existing law provides for this consolidation through established and democratic election procedures.

RECOURSE MEASURES TO COUNTER IMPROPER DECISION MAKING

In the prior recommendations we have endorsed the present delineation of authority between the state and local government in the area of education. However, we recognize that there are instances where local authorities err or do not recognize specific local needs. By the same token,

Recourse Measures to Counter Improper Decision Making (Continued)

state authorities are not infallible. We do not feel that instances of this nature should justify a blanket mandate for drastic shifts in the powers, responsibilities, and authorities of either level of government.

Instead, we recommend that in those cases where local authorities do not recognize specific needs, that local citizens and groups who are more perceptive formulate specific programs and work to implement these programs through local school boards and administrators.

In the event local schools or administrators are simply unresponsive or insensitive to specific problems, we recommend that provisions for another type of recourse be created. Specifically, we recommend that the State Board of Education create an "educational appeals board" to which local citizens and groups can turn for an objective hearing in order to counter such contingencies. This board could also be used by local school authorities and/or citizens should a statewide ruling create situations of unusual hardships or other undesirable consequences.

EDUCATION OF THOSE ALIENATED FROM TRADITIONAL SCHOOL SYSTEMS

Although we recognize the importance of basic curriculum as noted in our recommendation on "standards of excellence," we also note that for some, the traditional educational process has little relevance. Hence, these students are alienated and "drop-out" or simply remain in school without any real interest or accomplishment except merely getting by and out.

We recommend:

That school districts develop programs in addition to basic curriculum to provide stimulation and learning opportunities for students to whom the basic course has little meaning or relevance.

That in this endeavor the interests of the students be the primary factor in determining what these programs should be, and that students be actively involved in the planning and implementing process.

That all resources of the community, such as existing colleges, universities, vocational training schools, governmental agencies, community groups, and the business community, be involved in establishing and implementing these programs.

We also recommend:

That the establishment of "continuous education part-time schools" be mandatory in those situations where justified (the first extraordinary session of the forty-first Legislature made the establishment of these schools optional). In the establishment and operation of such schools, it must be insured that the organization and approach to education is not the same as that of the traditional school system. Competition should not be used as the sole motivating factor but students should move at their own pace. In addition, peer group tutors and teachers with interest and skill in dealing with alienated youth should work with them on an individual basis. These schools should be

Education of Those Alienated from Traditional School Systems (Continued)

places where new teaching methods could be tried and where recommendations to school districts could be developed for improvement of the traditional educational system.

That people involved in working with existing experimental programs such as those in Clark, Yakima, and Grays Harbor Counties be asked to assist in setting up such programs, and that efforts in this direction being made by other states, such as Colorado and California, be investigated.

ADULT EDUCATION COURSES

At present the 16-to 18-year-old drop-out exists in an educational limbo. He has difficulty receiving credit for adult education courses at community colleges and, consequently, a high school diploma.

We recommend that measures be taken to more easily enable the 16-to 18-year-old drop-out to acquire credit towards a high school diploma via adult education programs at community colleges.

REFRESHER SESSIONS FOR EDUCATORS

No one has a corner on knowledge. Education is a dynamic process. Techniques, methods, and concepts are constantly being evaluated and updated. In addition, we are concerned about the "generation gap" and the growing number of youth who appear to be "turned-off" by much of the educational process.

We recommend that teachers, staff, and administrators be required to attend sessions geared to the above mentioned topics.

REDIRECTION OF VOCATIONAL AGRICULTURE PROGRAMS

We see no reversal in the trend towards the continued consolidation of farm units. As a result, the number of opportunities in basic agriculture will continue to diminish.

We recommend that vocational agriculture programs become more inclusive and direct more of their efforts and resources toward the training and development of skills in agriculturally related industries and business, as well as vocational training in occupations unrelated to agriculture.

GEOGRAPHIC EXPANSION OF NATIONAL EDUCATIONAL TELEVISION

Television reception in many rural areas is abominable. It is particularly distressing and unfortunate that National Education Television (NET) programs are not beamed over a larger area to

Geographic Expansion of National Educational Television (Continued)

cover rural portions of the state. We therefore recommend that whatever measures are necessary be taken to increase the geographic range of NET.

RECOMMENDATIONS REGARDING THE DISADVANTAGED

EDUCATION OF THE DISADVANTAGED

We urge that local citizens, Parent-Teacher Associations, and other community action groups be encouraged to work closely with school directors and administrators at the local level; that federal and state agencies be responsible for keeping these groups informed as to what public services already exist; and that the local residents of the community have the opportunity to feed back to the school and service agencies the needs that are not being met.

To facilitate such communication, we urge that local school administrators be responsible for establishing public meetings and that they actively encourage all segments of the community to participate. Where there are students from non-English speaking homes, notices of meetings should be sent in their native language, as well as in English.

We recognize that many people throughout the state are unable to communicate with school administrators and teachers because of language barriers, shyness, or fear. We strongly recommend that the Home Visitation Program be continued and encouraged where it exists. In areas where it does not exist, it should be established. This program, in which home visitors speak the language and understand the problems of the people, is, and can be, a continuing device for establishing communication between the school and the people.

We recommend that the Home Visitation Program continue to use people outside the educational structure, rather than be dependent upon people who are trained as professional educators.

We recommend that while instigating courses to train professional educators in ethnic backgrounds, and/or in another language, people from various ethnic and/or linguistic backgrounds bring their experience to the schools to be used as teachers of the teacher.

We recommend that school districts and the community college system establish seminar-type courses where these para-professionals and professionals can meet and learn from one another.

We recommend that pre-school programs be initiated wherever needed to instruct children (and their parents) in basic English skills before the child is entered in the first grade.

We recommend that instructional material, particularly in the early primary grades, be geared to the child's ability to understand the language, and in areas where there are large numbers of non-English speaking students that instructional material be provided in both English and the native language.

We urge the State Superintendent of Public Instruction to encourage school districts throughout the state to cooperate with efforts now underway, nationally, through the existing Migrant

Education of the Disadvantaged (Continued)

Records System to make records of migrant children available in their moves from place to place.

Since the migrant child's school problems are inevitably connected with his migratory status, all elements of the community, particularly business, should be involved in efforts to convert his status from migrant to permanent resident.

HEALTH CARE AND NUTRITION FOR THE DISADVANTAGED

We recognize that many residents of rural Washington do not have access to adequate health care. We recommend that additional efforts be made, through the Home Visitation Program, to instruct parents in general health care for their children, and that wherever local health facilities exist, to enlist their support in effecting such a program.

We recognize that there is great lack of uniformity in school lunch programs throughout the state. We urge the State Superintendent of Public Instruction to establish procedures to insure that no school children in the state of Washington are without lunch.

JUDICIAL IMPROVEMENTS TO AID THE DISADVANTAGED

In order to streamline judicial proceedings and move closer to the American ideal of equal justice for all we recommend that:

1. Efforts be undertaken to achieve wider publicity of the free legal services that are available to the indigent.

2. Necessary legislation be enacted to allow the indigent to maintain a civil action without the prepayment of litigation costs.

3. The limit in Small Claims Court be raised. The rationale for this lies in the fact that individuals often have claims above the present Small Claims Court limit where they can effectively represent themselves, yet these claims are still small enough that attorney fees would nullify any recovery.

4. Expediency in handiing lower court cases be increased by having necessary court personnel available at least one night a week and on weekends.

5. The procedure for release on personal recognizance be liberalized insofar as possible and consistent with safety prior to trial.

TRANSPORTATION FOR THE DISADVANTAGED

In sparsely populated areas of the state, as well as within the bounds of rural communities, there are people who are immobile. The population we refer to consists primarily of the elderly, the poor, and the handicapped. We feel new and imaginative approaches are needed to transport this population to shopping facilities and to public services.

Transportation for the Disadvantaged (Continued)

We feel both of the following approaches have merit.

a. Fuller utilization of school buses. School buses often function only a few hours a day. In addition, these buses are not always fully occupied by children during their regular run. We recommend that the above-mentioned population have access to transportation as could logically be afforded by fuller use of the school bus system. This process could take the form of the occupancy of unoccupied seats during the regular run and/or special runs in the off-hours of operation.

b. Provision of shuttle buses by the private sector. We feel small shuttle buses could be provided to the immobile who live within communities and those who live in the more sparsely populated outlying areas. A number of sponsors come to mind. Individual business concerns or a group of establishments could pool their resources for the purchase of an inexpensive small van. A week long schedule could be devised whereby the bus would be reasonably well utilized. Depending upon the locale, the expense could be underwritten by the group of establishments involved and viewed as a public service venture. Or, a small fee could be charged with the fee being waived upon showing receipt of a minimum purchase from the sponsoring firm(s). Other possible sponsors who may undertake the project independently or cooperate with local businesses would be service clubs, churches, and local chambers of commerce.

RECOMMENDATIONS ON THE MANAGEMENT OF SOCIAL WELFARE PROGRAMS

IMPROVED EFFICIENCY AND COORDINATION OF PUBLICLY SUPPORTED SERVICES

Rural Washington, in many instances, has the same problems that confront urban Washington. One of these is how to get available help to those in actual need of assistance. We feel a large communication gap exists between the agencies and institutions offering social services and those in need of these services.

We also believe that there is considerable duplication of services, lack of coordinated effort (and in some cases actual competition) among agencies, and inefficiencies in the operation of many programs. These negative aspects culminate in bewilderment by those in need and resentment by the taxpayer.

If these negative aspects are to be eliminated, it is first necessary for service agencies and institutions to establish meaningful communication and cooperation among themselves. In achieving this goal we make the following comments and suggestions.

1. At the state level, we commend the reorganizational efforts now underway and encourage the continuation of this policy where appropriate.* In this commendation we make reference to the recent merging of the Department of Public Assistance, the Department of Health, and the Department of Institutions. It is also necessary

*In addition to the reorganizational efforts in the area of social welfare programs we also endorse the formulation of a State Department of Transportation which would incorporate within its jurisdiction all existing transportation bodies.

Improved Efficiency and Coordination of Publically Supported Services (Continued)

that the state take appropriate action to insure a close working relationship among those state and federal agencies that deal with similar problems.

2. It is nearly impossible for the average individual to understand the complex maze of publicly supported programs and agencies. In order to ease this problem we suggest that "focal points for information and coordination" be established within the state to function as follows:

   a. Refer complaints, requests for information, and those in need to the appropriate agency. Such focal points should be widely publicized with the addresses and phone numbers as well known and listed alongside the local hospital, fire department, etc.

   b. Arrange periodic meetings of representatives of all such agencies. The purpose of these meetings should be to foster communication and coordination among agencies, isolate problem areas in present programs, and ferret out duplication and inefficiency.

   Such focal points should not be a mammoth complex of agencies in themselves. The conceptual framework and organizational structure for performing these functions may already exist with only a modest amount of redirection and reinforcement necessary. In this regard we refer to the: State-USDA Rural Development Committees; Cooperative Extension Service; and the Governor's Inter-Agency Task Force on Migrant Affairs.

3. As a longer run complementary approach, all such agencies within a locale should have offices in the same centrally located building.

CATALOGUING OF PRIVATELY SUPPORTED SERVICES

In addition to publicly supported social services in such areas as health, education, and housing, there exists a large number of privately supported services. For example: many service clubs offer scholarships; some physicians and lawyers donate a limited number of hours per week to serve those who cannot afford the standard fees; and some individuals and organizations provide free transportation to the elderly.

We recommend that privately supported services be catalogued on both a geographical and functional basis by the State Planning and Community Affairs Agency and that said catalogue be widely distributed throughout the state.

SUMMARY AND CONCLUSIONS

The "quality of life" problems in Washington's urban areas led to the creation of the Governor's Advisory Council on Urban Affairs in 1967.

Recognition that these problems also occur in Washington's rural areas—and that the changes in the cities and in the villages are interconnected—led first to establishment of a Non-Urban Sector committee on the Urban Affairs Council and then to the establishment of the Task Force on Rural Affairs in 1970.

In broad terms, the Task Force saw the long existing and continuing technological revolution in agriculture as an important cause of the two-pronged urban-rural problem that is plaguing Washington just as it does all other areas of the nation:

1. The people no longer needed in agriculture migrated to the cities and added to the urban crisis, basically the problem of too many people.

2. The rural areas lost jobs, population, services, basically the problem of too few people.

As a broad goal, the Task Force recommends to state and local agencies, endorsement of the commitment already made by the United States Congress to give the highest priority to development of a sound balance between urban and rural areas.

The principal recommendations of the four subcommittees of the Task Force are:

SUBCOMMITTEE ON RURAL-URBAN POPULATION SHIFTS

- A program by state government to decentralize industrial development by encouraging the location of new industries outside the major urban areas.*

- A program by the state government to encourage the diversification of agriculture by assisting in irrigation development and through the expansion of agriculturally related business and industry.*

- Enactment of a farm labor relations act to provide the framework needed to equitably resolve farm labor disputes.

SUBCOMMITTEE ON GOVERNMENTAL STRUCTURE

- Enactment of legislation to reduce the number of special taxing districts and to revise county boundaries with the objectives of increasing the efficiency and responsiveness of local government.

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* These recommendations also parallel proposals submitted to the Legislature by Governor Evans for a development authority with built-in incentives, and for modification of the constitutional ban on use of state credit for private industrial development.

Subcommittee on Governmental Structure (Continued)

- Enactment of legislation to require counties and cities to enact land-use regulations.
- Restructuring the organizational form of county government to that of the "strong executive form."

SUBCOMMITTEE ON HEALTH, HOUSING, AND ENVIRONMENT

- Creation by the state government of a housing corporation to develop a comprehensive approach to the housing problem.
- Restructuring public health services, with emphasis on redefining the responsibilities of state and local health departments, and upon consolidating health districts to maximize services.
- Increased involvement by para-professionals in the delivery of health care.

SUBCOMMITTEE ON PUBLIC SERVICES

- Development of standards to measure the quality of education on a wider basis than size.
- Improved communication to assist the delivery of education and health services to the disadvantaged.
- Establishment of "focal points for information and coordination"–in effect referral and communication centers–to improve the efficiency and coordination of publicly-supported services.

(The above recommendations in some respects parallel those of the State Legislative team on Indian and migrant education.)

APPENDIX

RESOLUTIONS

The following three resolutions were publicly released prior to the completion of the Task Force report. In addition, the resolution dealing with Indian jurisdiction was forwarded to the Urban Affairs Council's Indian Affairs Task Force. This course of action was taken in view of the fact that the Indian Affairs Task Force was specializing in the entire gamut of problems associated with the jurisdictional issue.

TAX REFORM

Released September 28, 1970

The economic atmosphere of Washington is central to many of the problems with which the Task Force on Rural Affairs deals. Therefore, it is imperative that we pursue any issue that might add to the health of this atmosphere.

We concede that the issue of tax reform is somewhat controversial. We further concede that the tax reform package as it will appear on the November, 1970, ballot may not be completely desirable to all people. However, after carefully evaluating the general spirit of the tax reform package, and the impact it will have on the economy of the entire state, we submit that:

> The Task Force on Rural Affairs strongly endorses House Joint Resolution 42, the tax reform program, which will appear on the November, 1970, election ballot because: this tax reform program would create a more equitable, more responsive and more flexible tax system; because it would reduce the burden on property owners, and more especially, take the pressure off "senior citizen" property owners living on a fixed income; and because it would create a broader tax base for a more even flow of revenue for education, and a growing state population.

LOWERING OF VOTING AGE TO 19

Released October 30, 1970

We feel the vast majority of Washington's youth are desirous of affecting social, political, and economic change by peacefully and lawfully working within the democratic system. One of the most desirable avenues to encourage this type of participation is to extend to them the franchise to vote. It is important to recognize that those below the age of 21 are tried in court as adults; are sued and can bring suit; hold jobs and pay taxes; and participate in the armed forces of our nation. However, in our judgment a consideration of even more importance with respect to voting rights hinges on one's ability to intelligently cast a ballot. In this regard we feel the highly educated and politically conscious youth of today are as well equipped as any other segment of our society in the art of making intelligent political choices.

Lowering of Voting Age to 19 (Continued)

Hence, in order to: encourage participation of youth within the democratic process; utilize the intelligence, enthusiasm, and imagination of Washington's youth; and to provide more congruence between the responsibility of citizenship and the role in making decisions for which one is responsible, we endorse House Joint Resolution 6 which would lower the voting age of Washington's citizens to age 19.

INDIAN JURISDICTION

Released November 27, 1970

WHEREAS, the United States Government entered into treaties with Indian tribes located in Oregon Territory in 1855, recognizing them as a sovereign nation. By such treaty agreements Indians reserved lands which were specifically set aside for Indian use and occupancy; and,

WHEREAS, tribal governments established on these reservations are subject to federal laws, which are often not compatible with state laws; and,

WHEREAS, federal agencies are charged with the responsibilities of developing the human and natural resources of these reservations; and,

WHEREAS, The Federal Enabling Act prior to Washington becoming a state in 1889 states: "That the people inhabiting said proposed states do agree and declare that they forever disclaim all right and title . . . to all lands lying within said limits owned or held by any Indian or Indian tribes; and that until the title thereto shall have been extinguished by the United States, the same shall be and remain subject to the disposition of the United States, and said Indian lands shall remain under the absolute jurisdiction and control of the Congress of the United States; . . ." Accordingly, the state of Washington adopted a Constitution which expressly incorporated the ordinance prescribed by Congress in Article XXVI. This article has never been repealed, and is still in full force effect.

WHEREAS, these above-recognized facts have all too often been ignored or circumvented by non-Indian people, agencies, and governments which have subsequently created enormous procedural and legal difficulties in establishing a basis for orderly development of reservation lands; and,

WHEREAS, management of Indian affairs by Indian people in lieu of the paternalistic management by non-Indian agencies and governments is an important step in enabling Indian people to progress.

The Task Force on Rural Affairs recommends that it must be the policy of the state of Washington that all lands and people within the reservation boundaries be under the sovereign control and authority of the tribal governing body and the federal laws that regulate Indian reservations.

SURVEY RESULTS FROM LINCOLN COUNTY COLLEGE STUDENTS

INTRODUCTION

Although we are concerned with all those who leave rural areas, we find it particularly distressing to watch the departure of enthusiastic, imaginative, and highly educated young people. Hence, a group of Washington's rural youth was surveyed via mail questionnaire.

The group consisted of all those from Lincoln County who had attended one of the following institutions of higher education during the 1969-70 academic year: University of Washington; Washington State University; Eastern Washington State College; Central Washington State College; and Western Washington State College. Our survey did not reach all those from Lincoln County who attended institutions of higher learning. It excluded those who attended private institutions and community colleges within the state and those who attended institutions in other states and nations.

Lincoln County is located in the east-central portion of the state and its economy is based essentially on agriculture. The 1970 preliminary census estimated the county's population at 9,373 down 14% from the 1960 population of 10,919. The largest town within the county is Davenport, the county seat, which according to 1970 preliminary census had a population of 1,346 down 10% from the 1960 population of 1,494. The eastern boundary of the county lies less than 20 miles from the city of Spokane with an estimated 1970 "city proper" population of 183,000. This is perhaps significant because Lincoln County students should be able to judge the advantages and disadvantages of their smaller home town with some knowledge of the advantages and disadvantages of a nearby urban center.

HIGHLIGHTS OF SURVEY*

A total of 333 questionnaires were sent out; 132 or 39.6% were returned. Because eight of the responses were not usable, the following insights were based on 124 responses.

1. Basic Characteristics of the Sample

The responses were divided about evenly between males and females. The average age of the student was 22.0 years with ages ranging from 18 to 49. The average age of male students was 24.3 years and the average female, 20.7. This age differential may explain why 41.7% of the male students were married while only 20.3% of the female students were married.

It was fair to regard these students as knowledgeable of Lincoln County as they have resided within its boundaries for an average of 18.9 of their 22 years.

Over 82% of the students had last attended either Washington State University or Eastern Washington State College. Both of these institutions are relatively close to Lincoln County.

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* For complete results and a copy of the questionnaire used, write: Mr. Sam Cordes, Department of Agricultural Economics, Washington State University, Pullman, Washington 99163.

Highlights of Survey (Continued)

2. **Father's Occupation as Related to Student's Major and Career Plans**

As one would suspect, the main occupation of the students' fathers was farming or ranching. This occupational category accounted for 58.9% of the responses. However, only 18.3% of the male students were majoring in agriculture, and only 6.3% planned a career in farming.

3. **Lack of Economic Opportunities**

Of the 124 respondents, only 40 felt that they could effectively pursue their chosen careers in their home towns. In addition, 27 of these 40 were female and many of the female students will likely marry men who locate elsewhere.

4. **Considerations Other Than Economic**

Although job opportunities may be a necessary condition for attracting youth into rural areas, it is by no means the only condition. Several other important considerations persistently emerged. When the students were asked if they would return **if they could pursue their careers in their home towns,** 80.5% responded negatively. The primary reason for this was "Inadequate social, cultural, and recreational activities." Another item which appeared to be of substantial importance was, "Life-style and attitudes of populace." Within this latter category the following three items regularly appeared: conservative and defensive attitudes of the local populace; lack of imagination and resistance to new ideas and changes by the local residents; and lack of privacy.

When asked, "What do you like least about your home town?" both of the above-mentioned categories appeared more often than "Lack of economic opportunities."

In conclusion, one can hypothesize that rural areas, in general, need more than new jobs. There is also a need for improvements in social, cultural, and recreational activities and a closing of the "generation gap."

One interesting sidelight is that although the students express a good deal of dissatisfaction with their home town and do not plan to return, a sizable percent (17.6%) chose their college on the basis of its nearness to home. In addition, the students, as noted earlier, are rather critical of the attitudes and the life style of the populace. At the same time, the item which they liked most about their home town was its "Relaxed friendly atmosphere and their traditional ties in the community." Although this is not necessarily inconsistent with the earlier described criticism, it does border on irony.

5. **Effective Careers in Lincoln County**

As a further analysis the respondents were first grouped according to the career which they planned to pursue after graduation. Within each grouping those who felt that they could pursue their respective careers in their home town were isolated. It was then possible to calculate the percentage of students within each career grouping who felt that they could pursue that career in their home towns.

Highlights of Survey (Continued)

Farming was, of course, most effectively pursued. Most closely following farming were: teaching; health care; and home economics, housewife, and secretary. One should note that these latter mentioned careers are substantially oriented towards women, and women tend to settle with respect to their husband's occupation rather than their own. An interesting, and perhaps important, problem was found among teachers. Many felt teaching could be effectively pursued in their home town. However, in the tabulation work it was noticed that many prospective teachers did not consider it professionally desirable to teach children of friends and relatives.

6. **Ideal Size of Community**

The students were asked what they felt the ideal size of community was with respect to: employment opportunities; the provision of public services; and social, religious, cultural, and recreational activities. The respondents appeared to feel that a town larger than 25,000 was needed for employment opportunities, but that public services and social, religious, recreational, and cultural items could be adequately provided in a community of less than 25,000.

RESULTS OF MIGRANT WORKER SURVEY

INTRODUCTION

One of the areas for consideration and study by the Subcommittee on Rural-Urban Population Shifts was the migrant worker of the state. A questionnaire was prepared and distributed to migrant workers in the vicinity of Walla Walla, Yakima, Lynden and in Skagit County.

It was hoped that the survey could be used to substantiate any specific recommendations to help alleviate some of the problems of the migrant workers in Washington.

Although some enumeration difficulties were encountered, our findings will hopefully give at least a general direction into the characteristics and problems that confront those who find themselves in the migrant stream.

HIGHLIGHTS OF SURVEY*

1. **Enumeration**

One hundred migrant workers were approached by personal interviewers. The questionnaires were available in either Spanish or English. Of those approached, 49 agreed to complete the questionnaires. Most of those who refused said they were tired of filling out questionnaires without any subsequent action.

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* For complete results and a copy of the questionnaire used write: Mr. Sam Cordes, Department of Agricultural Economics, Washington State University, Pullman, Washington 99163.

Highlights of Survey (Continued)

2. **Basic Characteristics of Sample**

Of the 49 workers interviewed, 41 were Chicano, 2 were Native Americans, and 6 were Anglo. The average age of the sample population was 36.9 years and the average number of children per family was 5.7.

Five of the respondents were not "true migrants" but had previously settled out of the migrant stream. However, these five were still engaged in farm work and their responses to the series of questions did not appear to be significantly different from the others.

3. **Economic Conditions**

The yearly income the respondents felt they needed for their families ranged from $3,000 to $20,000 with a mean of $7,969. When asked if they could earn their needed income only 5 of the 44 who replied said "yes." That is, 88.6% were earning less than they felt was necessary to adequately support their families. The five who could earn sufficient income had an average family size of only 2.4 and felt they needed but $5,450 per year.

4. **Attitudes Toward the Migrant Stream**

Of the 47 who responded to the question, "Would you like to settle out of the migrant stream?" only 7 answered in the negative. The reasons most often given for wishing to settle out were economic, tired of traveling, and/or for family relations and education. Even four of the five mentioned above who earned their needed yearly income wished to settle out.

ADDED COMMENTS

Answers to such questions as: "What would you like to do?"; "What training would you need?"; "Where would you like to live?"; "What towns are best and worst for migrant workers?"; brought out some interesting facts, but facts that merely confirm the already known plight and problems of migrant workers in the state of Washington. This is not to say that Washington is worse than any other state. In fact, it may be somewhat better. However, crucial and innumerable problems persist.

As in previous surveys of the subject, the results of our study point out and highlight once again the urgent need for education, job training, job opportunities, public assistance, and housing and health services.

We make reference to two important and valuable studies:

1. *The Migrant Workers in the State of Washington,* by Dr. Tom J. Chambers, Jr. Printed and distributed by the Washington State Council of Churches.

2. Governor's Advisory Committee on Mexican-American Affairs. *Report on Recommendations.*

Added Comments (Continued)

The above-mentioned publications are in-depth studies and reports of the migrant worker which go far beyond the sphere and activity of the Subcommittee on Rural-Urban Population Shifts.

SURVEY RESULTS FROM RESIDENTS OF NEWPORT, OTHELLO, AND SEQUIM

INTRODUCTION

When the Subcommittee on Rural-Urban Population Shifts turned its attention to the problems and potentials of Washington's smaller communities, it became apparent that little information was available regarding those who actually reside in these communities. As a result, the residents of Sequim in western Washington, Othello in east-central Washington, and Newport in north-eastern Washington were surveyed by mail questionnaire to ascertain what the towns' residents felt about the economic and social forces at play in contemporary Washington.

No rigid criteria were used in selecting these three towns. However, consideration was given to the different growth patterns which the three communities have displayed.

Time did not permit a sampling process by which a "representative" cross section of each community's population could be obtained. Instead, questionnaires were sent to as many households in each community as could be identified from utility company listings of addresses. These types of listings made it impossible to differentiate between those living inside and outside the city limits. One questionnaire was sent to each household and the head of that household was asked to respond.* It is likely that upwards of 90% of all households in the three communities received questionnaires. Of the 1,724 questionnaires mailed to Sequim addresses, 28% were returned. Newport residents returned 22% of the 850 questionnaires which they received. And in Othello, residents returned 17%. A total of 4,153 questionnaires were mailed and 936 were returned to the Task Force for analysis.

SKETCHES OF THE THREE COMMUNITIES AND THEIR PEOPLES

Othello–Farming and ranching have always been the economic cornerstone of this Adams County community. However, the availability of irrigation water through the Columbia Basin Irrigation Project has caused an unprecedented growth in the area's agricultural production since the early 1950's. The growth in population since that time has been dramatic. In 1950, the population of Othello was only 536. By 1970, according to the preliminary census, the town's population had grown to 4,172. The Othello area has not just "grown"; it has grown by adding youthful and economically active persons to its populace. Only 7% of the responding heads of households were retired and 44% had not yet reached 40 years of age (Table 1).

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* For further information and a copy of the questionnaire used write: Mr. Sam Cordes, Department of Agricultural Economics, Washington State University, Pullman, Washington 99163. It should be noted that the survey results as reported in this document are somewhat unsophisticated in nature. Time and resource constraints did not permit as thorough an analysis as was needed. It is hoped that a further evaluation and analysis of the data will be forthcoming.

Sketches of the Three Communities and Their Peoples (Continued)

Sequim–This Clallam County community is located on the north side of the Olympic Peninsula. Although the growth in Sequim's population has not been as dramatic as Othello's, a definite positive trend is discernible. In 1940 the population was 676. By 1950 it had reached 1,044 and the 1970 preliminary census reported a population of 1,533.

At one time, Sequim was a major agricultural trading center, but today the agricultural industry is being supplemented by the "retirement industry" as a growing number of retired people find the mild, dry climate and nearby recreational opportunities appealing. Table 1 shows that 56% of the heads of household in Sequim were retired and 47% of the household heads were over 65 years of age. Both of these items are in sharp contrast to the earlier described population of Othello.

One similarity between Othello and Sequim was the fact that 40% of those surveyed in each town had resided there for less than five years (Table 1). However, these "newcomers" were a much younger group in Othello than in Sequim. Only 5% of those moving to Othello during the preceding five year period were over 65 years of age, while 40% of Sequim's "newcomers" were over 65 (Table 1).

Newport–This community is the county seat of Pend Oreille County. It has exhibited very little population growth over the past 60 years. In 1910 Newport's population was 1,199 but dipped to 1,080 by 1930. Between 1930 and 1960 the population grew to 1,513 but according to preliminary census reports had dropped to 1,464 by 1970.

Although county government is an important employer, the economy of Newport is primarily geared to the lumber industry. In addition, Newport is beginning to gain more attention as a recreation and retirement center. According to the results of this survey, the heads of households in Newport were older than those in Othello but more youthful than those in Sequim (Table 1).

Table 1 also shows that 42% of Newport's household heads had lived there for over 20 years. This compares to 26% in Sequim and only 5% in Othello. The reason for this difference is probably due to the fairly recent economic development of the Othello area and the current influx of retired people into the Sequim area.

FURTHER COMPARISONS OF THE THREE TOWNS

A series of questions was asked regarding why people moved to their particular community, whether it had met their expectations, and whether they planned to remain in that location. The results are shown in Table 2.

A larger percent of the Newport respondents had been born or raised in Newport than was the case in Sequim or Othello.

As might be anticipated, a very high percentage (88%) of those moving to the economically active community of Othello went there for economic or vocational reasons. But only two-thirds of them intended to stay in Othello on a more-or-less permanent basis. On the other hand, very few persons moved to Sequim for economic or vocational reasons but 90% intended to remain

Further Comparisons of the Three Towns (Continued)

there. In general, the towns each met the expectation of their residents. Newport fared lowest in this regard but even there, three-quarters of the residents indicated that the town was meeting their expectations.

When questioned about needed improvements in the economic, social, political, and public service situations, the Othello residents appeared to be the most dissatisfied (Table 3). The residents of Sequim appeared to be the most satisfied with respect to these items. Two possibilities relating to the dissatisfaction in Othello come to mind. First, the relatively young population of Othello may need more public services and amenities, e.g., schools for their children. Second, the rapid growth in the community's population may have caused it to outrun its capacity to adequately provide for its populace. On the other hand, the older residents of Newport and Sequim likely do not have the felt needs for such a wide range of public services.

CONCLUSIONS AND IMPLICATIONS

In sum, the very limited information which is presented here is sufficient to indicate that (1) there are considerable differences among Washington's smaller communities and (2) the residents' dispositions about the communities reflect both satisfaction and dissatisfaction. Other data gathered from the residents of the three small towns are interesting and perplexing. Not all the residents want their towns to grow but nearly all indicate that a town needs to be considerably larger than their present community before it can provide an adequate range of economic and social services. It is difficult to envision a policy that could accommodate such opposing needs.

Many respondents to the questionnaire indicated "industrial growth" as a requirement if their particular town was to survive. This is a common plea among smaller communities throughout America, but one that is likely misunderstood. Most small towns do not fully anticipate the awesome requirements that must be met if industrialization–even on a small scale–is to take place. The residents of the three Washington towns who responded to the Task Force's questionnaire did not often go beyond the simple pleas for industry in their responses. A great deal of work is needed at the local, state, and federal levels to more fully understand the requirements for growth in small rural communities. The requirements may be too high in certain instances.

A large number of small communities exist in Eastern, Central, and Western Washington. Because of unique local circumstances, some of these are very desirable and some are very undesirable places for families, young or old, to make their homes. The questionnaires sent out by the Task Force served to underscore the notions that (1) no single policy at the state, local, or federal level can meet the entire gamut of needs for every rural community and (2) local people with their diverse interests and talents can do much to improve the quality of life in the rural portions of the state.

TABLE 1. POPULATION CHARACTERISTICS

	Othello (%)	Newport (%)	Sequim (%)
Occupation			
Self-employed businessman	30	21	15
Wage earner	63	47	29
Retired	7	32	56
Years of Residence			
Less than 5	40	25	40
5 to 20	55	33	34
Over 20	5	42	26
Age			
18 to 39	44	22	12
40 to 65	49	46	41
Over 65	7	32	47
Age of those residing for less than 5 years in the community			
18 to 39	72	42	16
40 to 65	23	35	44
Over 65	5	23	40

TABLE 2. RESPONDENTS' EXPECTATIONS IN MOVING TO TOWNS

	Othello (%)	Newport (%)	Sequim (%)
Reason for moving to present town			
Born or raised here	6	20	12
Economic and vocational consideration	88	57	28
Quality of life found here*	6	23	60
Has your town met your expectations?			
Yes	84	75	90
No	16	25	10
Do you plan to remain indefinitely in your present town?			
Yes	66	83	90
No	34	17	10

* Quality of life was defined to include such responses as: desirable climate; lack of pollution and congestion; size of community; etc.

TABLE 3. NEEDED IMPROVEMENTS IN THE COMMUNITIES

	Othello (%)	Newport (%)	Sequim (%)
Is the general economic and employment situation adequate?			
Yes	10	19	59
No	90	81	41
Is the social structure adequate?			
Yes	16	57	70
No	84	43	30
Is the political system adequate?			
Yes	40	59	81
No	60	41	19
Are public services adequate?			
Yes	25	46	67
No	75	54	33

NOTES

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3. Bird, Ronald, Lucia Beverly, and Anne Simmons. *Status of Rural Housing in the United States.* United States Department of Agriculture, Economic Research Service (Report 144). 1968. Page 21.

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5. Wirth, M.E., and R. A. Loomis. *Washington's Agriculture and Its Environment.* Washington Agricultural Experiment Station (Bulletin 718). 1970. Pages 3 and 6.

6. Ninety-First Congress, second session. *House Report 18546.* Section 901.

7. *A New Life for the Country.* The Report of the President's Task Force on Rural Development. 1970. Page 22.

8. *One Third of the Nation's Land.* A Report to the President and to the Congress by the Public Land Law Review Commission. 1970. Pages 236-241.

9. *Constitutional Review Commission, State of Washington.* Final Report to Governor Daniel J. Evans. 1969. Pages 37-40.

10. *A New Life for the Country.* The Report of the President's Task Force on Rural Development. 1970. Page 33.

11. Bible, Bond L. "Physician's View of Medical Practice in Nonmetropolitan Communities." *Public Health Reports,* Volume 85, Number 1. 1970. Pages 11-17.

12. *Urban Washington: Apathy or Action?* Report of the Governor's Advisory Council on Urban Affairs. 1968. Page 57.